

SCIENTIFIC REGULATION
OF
IMMIGRATION

STATISTICAL CALCULATIONS

Based on the Revised Plan of
The National Committee
for
Constructive Immigration Legislation

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INTRODUCTION

The National Committee for Constructive Immigration Legislation advocates the regulation of all immigration on a uniform basis. It is briefly this:

The United States should so regulate, and where necessary restrict immigration as to provide that no more immigrants of each people or mother-tongue group may be admitted than can be wholesomely Americanized and steadily employed.

The number of those individuals of each people or mother-tongue group already in Continental United States who have become Americanized, affords the best basis of the measure for the future immigration of that people.

On these fundamental principles, the National Committee suggests that the annual permissible immigration from any given people or mother-tongue group shall be a certain per cent (say from 3 to 10) of a basal figure to be made up of two factors.

- (a) The number of American-born children of that people residing in Continental United States as recorded in the census of 1920, plus
- (b) The number of naturalized citizens of that people residing in Continental United States as recorded in the last available census.

Adding these two figures for the given people and multiplying the sum by the percentage rate for the given year, will give the figures of the permissible immigration of that people for that year.

To show statistically how this proposal would affect immigration from the various peoples, is the purpose of this pamphlet.

The first table shows what the actual travel of aliens back and forth has been. Immigrants and non-immigrants (i. e., transients), emigrants and non-emigrants, are all included.

TABLE I
TOTAL IMMIGRATION AND EMIGRATION, 1909-1919

Fiscal Year	Total Admittances	Total Departures	Increase of Population
1909	944,235	400,392	543,843
1910	1,198,037	380,418	817,619
1911	1,030,300	518,215	512,085
1912	1,017,155	615,292	401,863
1913	1,427,227	611,924	815,303
1914	1,403,081	633,805	769,276
1915	434,244	384,174	50,070
1916	366,748	240,807	125,941
1917	362,877	146,379	216,498
1918	211,853	193,268	18,585
1919	237,021	216,231	20,790

PROBLEM I

How large an immigration would have been permitted annually to each people during the decade 1911-1920, if the percentage plan proposed by the National Committee for Constructive Immigration Legislation had been in force?

(a) From the Census of 1910 (Vol. 1, p. 875) we first get the figures of the American-born citizens, one or both of whose parents were born in the specified foreign country.

(b) From the Census of 1910 (Vol. 1, p. 1082) we then secure the figures as to the naturalized citizens classified according to their native countries.

NOTE: Since the United States Census does not classify naturalized aliens or their American-born children by race (or mother-tongue) but by country of origin, our calculations must adopt this classification.

(c) Adding together these two elements, (a) and (b), we secure the *Base* from which to reckon the maximum and minimum permissible immigration from each country. These figures and calculations are presented in Table II.

In these calculations we assume that Congress has set the permissible rate at from three to ten per cent (the exact figure for any given year to be determined by the proposed Immigration Commission).

TABLE II
MAXIMUM AND MINIMUM PERMISSIBLE ANNUAL IMMIGRATION FOR THE DECADE
1911-1920

Country of Origin	Census 1910		Base (a) + (b)	Permissible Immigration	
	American- born	Naturalized		Maximum	Minimum
	(a)	(b)		10 %	3 %
NORTH AND WEST EUROPE:					
United Kingdom.....	5,163,289	770,094	5,933,383	593,338	178,001
Germany.....	5,781,437	889,007	6,670,444	667,044	200,113
Norway.....	575,241	121,651	696,892	69,689	20,906
Sweden.....	699,032	219,057	918,089	91,808	27,542
Denmark.....	218,443	63,068	281,511	28,151	8,445
Holland.....	173,521	33,922	207,443	20,744	6,223
Belgium, etc.....	43,744	11,869	55,613	5,561	1,668
France.....	175,153	29,613	204,766	20,476	6,142
Switzerland.....	176,816	42,760	219,576	21,957	6,587
			15,187,717	1,518,768	455,627
SOUTH AND EAST EUROPE:					
Portugal.....	53,499	7,141	60,640	6,064	1,819
Spain.....	11,157	2,318	13,475	1,347	500
Italy.....	755,290	126,523	881,813	88,181	26,454
Russia.....	938,897	192,264	1,131,161	113,116	33,934
Finland.....	81,357	21,669	103,026	10,302	3,090
Austria.....	826,635	149,914	976,549	97,654	29,296
Hungary.....	204,627	36,610	241,237	24,123	7,237
Roumania.....	21,801	8,014	29,815	2,981	894
Bulgaria, etc.....	1,234	821	2,055	1,000	500
Greece.....	8,401	4,946	13,347	1,334	500
Turkey in Europe.....	3,093	1,474	4,567	1,000	500
Turkey in Asia.....	18,929	6,940	25,869	2,586	776
			3,483,554	349,694	105,500
China.....	14,935	1,368	16,303	1,630	500
Japan.....	4,502	420	4,922	1,000	500
Grand Total.....				1,871,092	562,129

PROBLEM II

How much immigration would have been excluded during the decade 1900-1919 if the proposed percentage plan had been in operation?

The following table (III) shows the amount of immigration (not including transients) from the important countries since 1900. At the bottom are given the maximum and minimum figures effective during the past decade. By comparing these figures, therefore, for any people with the immigration of that people for any year since 1910, we see at once whether or not the percentage restriction plan would have restricted immigration for that year from that country, and if so, by striking the difference we see how much approximately it would have been restricted.

TABLE III

IMMIGRATION INTO THE UNITED STATES FROM SELECTED COUNTRIES (NOT INCLUDING TRANSIENTS)

Year	United Kingdom	Germany	Scandinavia	Holland	Belgium	France	Switzerland
1900	48,237	18,507	31,151	1,735	1,196	1,739	1,152
1901	45,546	21,651	39,234	2,349	1,579	3,150	2,201
1902	46,036	28,304	54,038	2,284	2,577	3,117	2,344
1903	68,947	40,086	77,647	3,998	3,450	5,578	3,983
1904	87,590	46,380	60,096	4,916	3,976	9,406	5,023
1905	137,134	40,574	60,625	4,954	5,302	10,168	4,269
1906	102,193	37,564	52,781	4,946	5,099	9,386	3,846
1907	113,567	37,807	49,965	6,637	6,396	9,731	3,748
1908	93,380	32,309	30,175	5,946	4,162	8,788	3,281
1909	71,826	25,540	32,496	4,698	3,692	6,672	2,694
1910	98,796	31,283	48,267	7,534	5,402	7,383	3,533
1911	102,496	32,061	42,285	8,358	5,711	8,022	3,458
1912	82,979	27,788	27,554	6,667	4,169	8,628	3,505
1913	88,204	34,329	32,267	6,902	7,405	9,675	4,104
1914	73,417	35,734	29,391	6,321	5,763	9,296	4,211
1915	41,422	7,799	17,883	3,144	2,399	4,811	1,742
1916	24,702	2,877	14,761	2,910	986	4,156	663
1917	16,141	1,857	13,771	2,235	398	3,187	911
1918	2,847	447	6,506	944	73	1,798	331
1919	45,771	1,837	8,261	2,735		12,598	
PERMISSIBLE:							
Maximum	593,338	667,044	189,648	20,744	5,561	20,476	21,957
Minimum	178,001	200,113	56,893	6,223	1,668	6,142	6,587

TABLE III (Concluded)

IMMIGRATION INTO THE UNITED STATES FROM SELECTED COUNTRIES (NOT INCLUDING TRANSIENTS)

Year	Portugal	Italy	Russia	Austria-Hungary	Roumania	Greece	Turkey
1900	4,234	100,135	90,787	114,847	6,459	3,771	4,247
1901	4,165	135,996	85,257	113,390	7,155	5,910	6,169
1902	5,307	178,375	107,347	171,989	7,196	8,104	6,410
1903	9,317	230,622	136,093	206,011	9,310	14,090	8,647
1904	6,715	193,296	145,141	177,156	7,087	11,345	9,579
1905	5,028	221,479	184,897	275,693	4,437	10,515	10,699
1906	8,517	273,120	215,665	265,138	4,476	19,489	15,864
1907	9,608	285,731	258,943	338,452	4,384	36,580	28,820
1908	7,307	128,503	156,711	168,509	5,228	21,489	21,043
1909	4,956	183,218	120,460	170,191	1,590	14,111	16,521
1910	8,229	215,537	186,792	258,737	2,145	25,888	33,617
1911	8,374	182,882	158,721	159,057	2,522	26,226	24,667
1912	10,230	157,134	162,395	178,882	1,997	21,449	27,269
1913	14,171	265,542	291,040	254,825	2,155	22,817	38,083
1914	10,898	283,738	255,660	278,152	4,032	35,832	29,915
1915	4,907	49,688	26,187	18,511	481	12,592	4,551
1916	12,259	33,665	7,842	5,191	90	27,034	1,983
1917	9,975	34,596	12,716	1,258	66	23,974	545
1918	2,224	5,250	4,242	61	59	1,910	58
1919	1,514	3,393	1,532	52	89	813	18
PERMISSIBLE:							
Maximum	6,064	88,181	113,116	121,777	2,981	1,334	3,042
Minimum	1,819	26,454	33,934	36,533	894	500	1,276

PROBLEM III

How large an immigration will be permitted annually from each country during the decade 1921-1930 if the percentage plan proposed by the National Committee for Constructive Immigration Legislation is in force?

No exact answer to this question is possible because the United States Census of 1920 is not yet available. An effort to forecalculate these figures is beset with many insuperable difficulties. No figures are available showing how many American-born children we now have (1920) one or both of whose parents are foreign-born. Moreover, although the Bureau of Naturalization publishes annually the number of those naturalized, these figures are not classified by race or country. The total for the fiscal years ending June 30, 1911-1918, is 750,325.

If, nevertheless, the curious insist upon some kind of an estimate, the following procedure may be suggested:

(1) Start with the numbers of native-born and of naturalized in 1910 as given in Table II, columns (a) and (b).

(2) Each number in each column will be reduced by deaths during the decade 1911-20 and increased in the case of column (a) by births in the United States, 1911-20, of children one or both of whose parents was born in the specified country of origin and in the case of column (b) by the naturalization, 1911-20, of natives of the specified country of origin.

(3) The deaths can be estimated by assuming a probable death rate for the class under examination.

(4) The births to be added to column (a) can be estimated by assuming a birth rate (1) for the natives of that country who were here in 1910 and (2) for the net immigration from that country during the decade 1911-1920.

(5) The number of persons naturalized to be added to the figures in column (b) might be roughly estimated by distributing the total persons naturalized each year as shown by the Bureau of Naturalization to the various countries of origin in accordance with the proportion prevailing in 1910 among those who had taken out first papers and were then on the road to complete naturalization.

The National Committee does not regard the results which may thus be secured as having any real value. There are too many uncertainties. Nor does the Committee regard such a forecalculation as particularly necessary. The figures given in Table II show what would have happened during the decade 1911-1920. And from these figures a general forecast is possible for the coming decade.

In view of the fact that the large immigration from south, central and east Europe came after 1900, it seems quite probable that the number of their American-born children who will be recorded in the Census of

1920 plus those naturalized of those peoples will permit a very substantial increase of immigration for the decade 1921-1930 over that which would have been permitted on the same basis during the decade 1911-1920. In other words, it may perhaps be roughly estimated that the permissible annual immigration for 1921-1930, at the maximum rate of 10%, would be somewhere between 500,000 and 600,000 instead of 348,349 as calculated for the decade 1911-1920. The permissible immigration from northwest Europe for 1921-1930 would be somewhat increased over that for 1911-1920, but not by the same proportion.

In the case of the Japanese, however, a forecalculation is highly important and also fortunately quite possible. The results of such a calculation are given in the next discussion.

PROBLEM IV

How would the percentage plan affect immigration from Japan?

1. *During the Decade 1911-1920.*

According to the Census of 1910 the number of American-born Japanese in Continental United States was 4,502, and the number of the naturalized was 420 giving a "base" of 4,922. Since this figure is less than 20,000 the permissible annual immigration, as provided by the proposed law, would have been 1,000 annually at the maximum rate and 500 at the minimum rate.

The actual arrivals and departure of Japanese to and from Continental United States for the years 1911-1919 is given in Table IV. If the law proposed by the National Committee for Constructive Immigration Legislation had been in effect it is evident that the amount of Japanese immigration would have been highly restricted.

TABLE IV
JAPANESE ADMITTED TO AND DEPARTED FROM CONTINENTAL UNITED STATES

	Admitted			Departed	Difference
	Total	Former Residents	New Arrivals		
1909	2,432	850	1,582	5,004	-2,572
1910	2,595	838	1,757	5,024	-2,426
1911	4,282	1,203	3,080	5,868	-1,587
1912	5,358	1,869	3,489	5,437	-79
1913	6,771	2,893	3,878	5,646	+1,124
1914	8,462	3,852	4,610	6,300	+2,162
1915	9,029	4,063	4,966	5,967	+3,062
1916	9,100	4,150	4,950	6,922	+2,178
1917	9,150	4,123	5,022	6,581	+2,578
1918	11,143	4,958	6,185	7,691	+3,452
1919	11,404	4,096	7,308	8,328	+3,076
	79,726	32,899	46,827	68,768	10,968

2. *During the Decade 1921-1930.*

(a) American-born Japanese in Continental United States recorded in the Census of 1910 numbered 4,502. Deaths at 5 per 1,000 annually for ten years will amount to 225, leaving 4,277 survivors in 1920.

(b) According to the Census of 1910 (Bulletin 127 p. 26) Japanese children under five years of age in Continental United States (3,608) exceeded those in California (2,411) by 41 per cent, and the married women (5,581 and 3,916 respectively) by 42 per cent. We may therefore assume that during the decade 1911-1920 Japanese children born in Continental United States exceeded those born in California by 42 per cent.

Now the California State Board of Health reports Japanese births for the years 1911-1918. Estimating births for 1919 and 1920 (total for decade 32,787), calculating deaths at the mortality rates given in the United States Life Tables (p. 16) (total for decade 5,087) and multiplying the survivors by 42 per cent, we find that Japanese born in Continental United States during the decade and surviving in 1920 will be approximately 39,334.

TABLE V
BIRTHS AND DEATHS OF JAPANESE CHILDREN IN CALIFORNIA

Births		Deaths										
Fiscal Year	Number	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	Total
1911	995	113	24	10	6	4	4	3	2	2	2	170
1912	1,467	.....	168	35	15	9	7	5	4	4	3	250
1913	2,215	.....	.....	253	54	23	14	10	8	7	6	375
1914	2,874	.....	.....	.....	329	70	30	19	13	11	9	481
1915	3,342	.....	.....	.....	.....	383	92	40	25	17	14	571
1916	3,721	.....	.....	.....	.....	.....	426	91	39	24	17	597
1917	4,108	.....	.....	.....	.....	.....	.....	470	100	97	42	709
1918	4,365	.....	.....	.....	.....	.....	.....	.....	500	106	103	709
.....
{Esti- \ 1919 mated \ 1920	4,700	.....	.....	.....	.....	.....	.....	.....	.....	538	114	652
	5,000	.....	.....	.....	.....	.....	.....	.....	.....	.....	573	573
Total	32,787	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5,087

Adding results (4,277+39,334) we find that American-born Japanese in Continental United States who will probably be recorded in the Census of 1920 will be approximately 43,611. Since some of these will have returned to Japan we shall use 43,000 in our further calculations.

The number of naturalized Japanese recorded in the Census of 1920 will probably be inappreciable, since none have been naturalized during the

past decade and those who were recorded in the Census of 1910 (420) are regarded by the Census Bureau as having been errors. (cf. Bulletin 127 p. 11.)

The "Base" therefore is 43,000 and the permissible annual immigration for the decade 1921-1930 will be

At the maximum rate, 10% of 43,000=4,300

At the minimum rate, 3% of 43,000=1,290

3. *During the Decade 1931-1940.*

(a) The basal figure for American-born Japanese will be that already calculated—43,000.

(b) The new law will permit everyone to become a citizen who will properly qualify. How many Japanese in Continental United States will be able and will desire to do so? No one knows. Nor is there any basis for a statistical estimate. Making allowances for deaths and for immigration during the decade 1921-1930, the number of alien Japanese in Continental United States will be approximately 55,000 to 60,000. In view, however, of the known difficulty for a Japanese in acquiring the English language, in view of the improbability that women in any considerable numbers will be able to qualify, in view of the high standards for naturalization proposed by the National Committee, in view of the probable strictness with which those who administer the law on the Pacific Coast will administer it in the case of Japanese applicants, and in view of the fact that a considerable majority of the Japanese are in agricultural pursuits where opportunities for learning English are poor, we conclude that the number who can and will secure citizenship will be relatively small, perhaps 15,000. This is probably an over-generous estimate.

(c) The Base will therefore be 58,000 (43,000+15,000).

(d) The Permissible Immigration will be

At the maximum rate, 10% of 58,000=5,800

At the minimum rate, 3% of 58,000=1,740

CONCLUSIONS

1. If the proposed law had been passed in 1910, it would not have restricted pre-war immigration from northwest Europe even at the minimum rate of three per cent. From west, south, central and east Europe there would have been a slight restriction of immigration on a ten per cent rate, and, on a three per cent rate, especially from Italy, Austria, Hungary, and Russia, considerable restriction. The permissible immigration from both China and Japan would have been materially reduced.

2. In case no change is made at this time in the immigration laws, we shall be subject to a possible flood of immigration from central, southern and northeastern Europe, of which we can at present make no probable forecast, as the variable factors are too many and too uncertain.

3. In view of this fact we contend that the early passage of the proposed law is highly important. If it should turn out that the immigration from Europe is so small that the law would not in the least affect it, it would in that case have no effect. But if the immigration should suddenly rise to two or three or even four millions in the course of a couple years, we would be helpless in the face of a condition that we could not control or cope with. We would be forced into some kind of hurried emergency legislation, which could not fail to work great hardship on the millions already started or preparing to start on their journey hither. If, however, we had already enacted a law of the kind proposed, it would automatically deal with the situation before it becomes acute, because it would be well known to all shipping and railroad agents in Europe and thus to every prospective immigrant before he would take the decisive step of breaking his home relations.

4. The proposed law will enable the United States to keep faith with China in regard to the observance of treaty obligations. It will also remove from our relations with Japan those features that are causing continued irritation.

For a full statement of the proposals of the National Committee, with a copy of the proposed bill and the reasons for urging this legislation, the reader is referred to the pamphlet "Proposed Laws for Regulating Immigration and for Raising the Standards for Naturalization."

The National Committee invites the active co-operation of every one who desires to have the immigration and naturalization laws amended along the lines advocated by this Committee.

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Japanese Aliens Admitted to and Departed from Continental United States (excluding Hawaii)

